UNITED
NATIONS

A

General Assembly

Distr.
GENERAL

A/50/922
9 April 1996

ORIGINAL: ENGLISH

Fiftieth session
Agenda item 134

FINANCING OF THE UNITED NATIONS OBSERVER MISSION IN LIBERIA

Report of the Advisory Committee on Administrative and Budgetary Questions

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General (A/50/650/Add.2), which contains the revised budget of the United Nations Observer Mission in Liberia (UNOMIL) for the period from 1 January to 30 June 1996 and revises annexes I, III, V, VIII and IX to document A/50/650/Add.1, providing information on the resources provided for the period from 1 July to 31 December 1995. The Advisory Committee also considered the report of the Secretary-General (A/50/650/Add.3), containing the proposed budget for the Mission for the 12-month period from 1 July 1996 to 30 June 1997. During its consideration of both reports, the Committee met with representatives of the Secretary-General, who provided additional information.

2. The Security Council, by its resolution 866 (1993) of 22 September 1993, established UNOMIL for an initial period of seven months. Its mandate has since then been extended and adjusted by subsequent Security Council resolutions, the latest being resolution 1041 (1996) of 29 January 1996, by which the Council extended the mandate of the Mission for four months, from 1 February to 31 May 1996.

3. As indicated in paragraphs 16 and 17 of document A/50/650/Add.3, the total resources made available to the Mission from its inception until 31 March 1996 amount to $101,512,300 gross. Estimated expenditures total $80,939,000 gross and credits returned to Member States amount to $20,573,300 gross. Furthermore, $79,134,808 has been assessed on Member States from inception to 31 March 1996; contributions received amount to $54,823,393; and outstanding assessments were reduced by $163,022, in accordance with General Assembly resolution 50/83 of 15 December 1995, resulting in a shortfall of $24,148,393. The Advisory Committee reiterates the need for Member States to pay their assessed contributions in full and on time.

96-08899 (E) 190496 200496

/...

4. Paragraph 19 of the report indicates that the Trust Fund for the Implementation of the Cotonou Agreement in Liberia, established in 1993 by the Secretary-General to receive voluntary contributions from Member States in support of the deployment of peace-keeping troops, of the Economic Community of West African States Monitoring Group (ECOMOG), the demobilization of combatants, elections and humanitarian assistance, had secured, as at 29 February 1996, contributions totalling $24 million for deployment and maintenance of ECOMOG and for humanitarian assistance.

5. The Committee also notes that, according to paragraph 3 of the report, the Secretary-General has informed the Security Council that on 27 October 1995 he co-chaired a conference on assistance to Liberia with the chairmen of the Economic Community of West African States (ECOWAS) and the Liberian Council of State, which resulted in pledges of $145.7 million for humanitarian assistance, demobilization, rehabilitation and ECOMOG. These pledges, however, have been provided on a bilateral basis and are thus not managed through the Trust Fund.

6. In its resolution 50/210 of 23 December 1995, the General Assembly authorized the appropriation and assessment of $8,193,000 gross ($7,730,800 net) for the period from 1 July to 31 December 1995, and provided resources amounting to $21,943,200 gross ($21,447,000 net) for the period from 1 January to 31 March 1996. Furthermore, the Advisory Committee, in view of the Security Council's extension of the mandate of UNOMIL from 1 February to 31 May 1996 (resolution 1041 (1996) of 29 January 1996), authorized the Secretary-General to utilize resources already made available for the period ending 31 March 1996, to meet the continuing costs, pending consideration and decision in this regard by the General Assembly.

Revised cost estimates for the period from 1 January to 30 June 1996

7. The revised estimates presented in document A/50/650/Add.2, for the period from 1 January to 30 June 1996, amount to $26,753,700 gross ($25,851,100 net). This estimate is $9,272,100 gross ($9,361,900 net) higher than the original cost estimate of $17,481,600 gross ($16,489,200 net) submitted in the previous report of the Secretary-General (A/50/650/Add.1, annex III). The Committee was informed that the operational plan for the period from 1 July to 31 December 1995 was not implemented as envisaged by the Secretary-General, and that resources earmarked for disarmament and demobilization of combatants were not used, thus accounting for the reductions of $10,855,500 in non-recurrent costs and $3,067,600 in recurrent costs (see A/50/650/Add.2, annex I). Those requirements, however, which amount to $11,466,100, have been rolled over to the next budget period, from 1 January to 30 June 1996, thus resulting in the increase mentioned above.

8. The breakdown of the revised estimates for the period from 1 January to 30 June 1996 is presented in annex III to the Secretary-General's report (A/50/650/Add.2), along with supplementary information contained in annex IV.

9. The Advisory Committee, however, wishes to draw the attention of the General Assembly to the absence of performance reports. As stated in its report on the administrative and budgetary aspects of the financing of the United Nations peace-keeping operation (A/49/664, para. 36), "performance reports are

of critical importance not only in understanding what has happened, and what is happening, but also in arriving at a considered judgement as to what will be required in the future". In the same document, the Advisory Committee not only reiterated its recommendations regarding improvements in the presentation of performance reports, it also indicated the need to improve the time lag for the preparation of performance reports.

10. During its consideration of the revised cost estimates, the Advisory Committee raised several questions regarding the political situation in Liberia to supplement the information contained in the Secretary-General's report of 23 January 1996 to the Security Council (S/1996/47). Paragraph 17 of the report indicates that no progress was being reported in the disengagement of forces at the time, and that, for the most part, factions continued to occupy their positions and maintain checkpoints. Furthermore, the deployment of UNOMIL, to its total authorized military strength of 160, depends on the deployment of ECOMOG troops, which suffered a serious setback after the Tubmanburg incident of 28 December 1995, and on progress in the peace process. Security conditions thus delay the rehabilitation of the facilities for the process of disarmament and demobilization, as indicated in paragraph 21 of the report.

11. Representatives of the Secretary-General acknowledge that the deterioration in the political situation has had an effect on the planning for disarmament and demobilization. However, they indicated that after extensive consultations a revised plan had been devised and accepted by ECOMOG, UNOMIL and the Liberian National Transitional Government, providing for two consecutive phases of deployment for a period of four weeks each, awaiting only the final endorsement of the Council of State. The first phase, now delayed to the end of April, would entail the disarmament and demobilization of 50 per cent of each faction's combatants at five demobilization sites. The remaining combatants would be disarmed and demobilized at nine demobilization sites during July 1996. The Committee was informed that rehabilitation of the facilities requires two to three weeks and that calculations have been done on the basis of 60,000 combatants to be demobilized.

12. The revised cost estimates provide for the phased increase in the number of military observers from 75 to 160 by 15 April 1996, and an increase in the number of civilian staff to 618 by the addition of a senior electoral officer at the P-5 level. Upon inquiry, the Committee was informed that 94 military observers were on board as at 26 March 1996, the additional to be deployed as required. Likewise, the Committee was informed that the vacancy rates of mission personnel, excluding the staff for the demobilization programme (15 at the P-3 level, 364 local staff and 91 United Nations Volunteers) stood at 31 per cent for international staff, 7 per cent for local staff and 5 per cent for United Nations Volunteers. Since the revised costs have been calculated on the basis of full incumbency, the Committee expects that savings that may arise in relation to this item will be reflected in the performance report covering the period or rolled over to the period from 1 July 1996 to 30 June 1997, as indicated in the annex to the present report.

13. The Advisory Committee notes that provision for assistance for disarmament and demobilization is indicated in paragraphs 18 and 19 of annex IV to document A/50/650/Add.2 and supplementary information is contained in paragraphs 109

to 122 of annex II to document A/50/650/Add.1. A requirement for a non-recurrent cost of $5,958,000 was rolled over from the period ending 31 December 1995 for rehabilitation and reintegration to demobilized military forces, as well as $2,412,000 for assistance to demobilized military forces.

14. In this connection, the Advisory Committee notes the statement made by the Secretary-General in his report to the Security Council, dated 23 October 1995 (S/1995/881), in particular paragraph 48 thereof:

> "Accordingly, it is envisaged that assistance for the demobilization process will be provided under the assessed budget, including short-term assistance to help combatants for a two- or three-month period following demobilization, after which they will be absorbed into the reintegration programmes. However, if voluntary contributions are made available to bridge the gap between demobilization and reintegration, the assessed budget will be reduced accordingly. All other programmes related to reintegration will be funded by voluntary contributions from the donor community."

15. In the light of the delays in the implementation of the operational plan and, in particular, the launching of the disarmament and demobilization programme, the Advisory Committee inquired about the cost implications implied. Requirements for three months (April-June) had been included in the January-June 1996 budget, and for one month (July) in the July 1996-June 1997 budget. The cost implications of the delay in the disarmament and demobilization programme from 1 April to 1 May 1996 will result in a reduction of $5,158,900 gross ($5,107,300 net) in the cost estimates for the period from 1 January to 30 June 1996. However, the amount of the reduction is still required and thus expected to be rolled over to the period beginning 1 July 1996, with an expected date of completion of the four-month programme by 31 August 1996. A summary of these implications is submitted in the annex to the present report.

16. The Secretary-General, in his report to the Security Council (S/1996/47), recommended the establishment of an electoral component to enable the United Nations to play an effective role in the Liberian electoral process for the presidential and legislative elections which are scheduled to take place in August, in accordance with the terms of the Abuja Agreement. Pending a final decision by the Security Council in this regard, and the recommendations of a planned technical mission, a provision is made, in paragraph 15 of Annex IV to document A/50/650/Add.2, for the recruitment of two experts on elections to conduct the survey mission, at a cost of $10,000 (including round-trip air fares and daily subsistence for 10 days each), as well as for a consultancy fee of $5,600 for a total of 20 days. The Committee was informed, however, that the full requirement for the election component will be presented at a later date as revised cost estimates to the 1 July 1996 to 30 June 1997 budget period.

17. An additional requirement of $1,381,200 is introduced in item 5, transportation operations, covering the purchase of vehicles and workshop equipment. The Committee was informed that this was due to the roll-over of the non-recurrent cost for freight related to the transfer of 107 vehicles from other missions anticipated in the current period.

18. The Advisory Committee notes that there is a reduction of $470,300 in item 6, air operations, owing to the revised deployment schedule related to helicopter operations in the mission area. Upon inquiry, the Committee was informed that two helicopters are currently deployed in the mission area. They enable the mobile military observer teams to carry out their tasks, which, owing to the poor infrastructure in the country, requires some of the assignments to be carried out by air transportation. These teams report violations of cease-fire and arms embargo at border points as well as the disengagement of forces throughout the country. A third helicopter will be required at the end of April or the beginning of May in connection with the disarmament and demobilization programme. The Advisory Committee trusts this deployment will take place only when conditions warrant it. Moreover, it is envisaged that only one helicopter will be required after completion of the disarmament and demobilization programme.

19. The Advisory Committee also notes that an additional requirement of $413,600 is presented under item 9, other equipment. An additional requirement of $18,200 for generators covers the freight cost for two additional generators to be transferred from Brindisi. In addition, a provision of $40,000 is made for the cost of freight for the transfer of three large-capacity water purification units, along with spare parts, from Brindisi and from the United Nations Mission in Haiti (UNMIH). The Committee was informed, upon inquiry, that such equipment was not available in the United Nations Assistance Mission for Rwanda (UNAMIR), but existed in stock in Brindisi and in UNMIH. The Committee also questioned the reduction in the rolled-over amount for water purification equipment owing to changes in size and quantity, as stated in paragraph 14 of annex IV. In this regard, the Committee was informed of a typographical error, which really meant a reduction in the purchase of 13 units at $40,000 each (not $4,000 each) to 14 units of smaller capacity at $7,000 each.

20. Paragraph 12 of document A/50/650/Add.2 outlines the actions that need to be taken by the General Assembly in connection with the financing of UNOMIL for the period from 1 February to 30 June 1996. Taking into account recent developments as described in paragraph 15 above, the Advisory Committee recommends that the General Assembly appropriate the amount of $10,217,700 gross ($9,667,600 net) for the period from 1 February to 31 May 1996, already authorized and assessed under the terms of General Assembly resolution 50/210. The Committee also recommends to the General Assembly the appropriation of an amount of $1,603,500 gross ($1,468,000 net) for the maintenance of UNOMIL for the period from 1 to 30 June 1996, should the Security Council extend its mandate beyond 31 May 1996.

Proposed budget for the 12-month period from 1 July 1996 to 30 June 1997

21. The proposed budget presented by the Secretary-General in document A/50/650/Add.3, for the period from 1 July 1996 to 30 June 1997, is estimated at $27,615,100 gross ($25,852,600 net). It reflects a 21 per cent decrease in gross terms when compared with the resources for the preceding 12-month period, owing to the expected completion of the disarmament and demobilization programme, previously envisaged at the end of July 1996, now scheduled for the

end of August 1996. About 60 per cent of the estimated amount is based on standard cost ratios, while 40 per cent covers mission-specific costs.

22. Full deployment of the 160 authorized military observers is expected at the beginning of this period, thus accounting for the increased requirements under military personnel costs. The budget also provides for 94 international civilian staff (34 Professionals, 27 General Service, and 33 Field Service); 107 local personnel and 19 United Nations Volunteers. This represents a net reduction of 419 upon completion of the disarmament and demobilization programme. Two additional posts (1 P-3 and 1 P-2) are required to strengthen the human rights component of UNOMIL as a result of the expanded mandate.

23. The Advisory Committee requested additional information from the Secretariat regarding the level of coordination between the Centre for Human Rights and the human rights component of UNOMIL. The Committee was informed that, although close contact is maintained between both entities regarding the activities of UNOMIL related to its mandate to investigate and report on violations of human rights, there is no duplication of resources, since there is no provision included under the regular budget of the Centre for activities related to Liberia.

24. Additional information was also requested on the dissemination of information among the general public regarding the human rights activities of UNOMIL. The Committee was informed that bulletins of its activities in this regard are issued on a weekly basis to the Liberian National Transitional Government and the press among others; human rights abuses are reported through press statements and reports of the Special Representative of the Secretary-General, which are disseminated widely through the media; public information activities include educating the general public as to the Mission's human rights mandate and its close work with local human rights non-governmental organizations. The Committee recommends that the necessary measures be taken to adequately disseminate information on the Mission's human rights activities to the general public.

25. The Committee also requested information on how the impact of the public information programme is assessed in Liberia. In this regard, the Committee was informed that a unit exists within the office of the Special Representative of the Secretary-General, restructured in 1995, with a new programme aimed at informing the public on the implementation of various aspects of the peace process, enhancing public awareness on the nature of the role and mandate of UNOMIL in facilitating the process. Preceding the Abuja Agreement, attention focused on the need for national reconciliation, and thereafter, on the need for strict implementation of the peace agreements, observance of the cease-fire and disengagement of forces. As the disarmament and demobilization programme moves forward, activities will focus on combatants and their local commanders; during the resettlement and reintegration process, on the demobilized combatants, internally displaced persons, returnees and local communities; and during the electoral process, on potential voters and political parties. In spite of limitations and delays, the Secretariat believes the activities of the unit have had a significant role in enhancing public awareness about the peace process and the Mission's role, as reflected in the positive change of attitude by the media and the general public towards UNOMIL and the United Nations in recent months.

26. The Committee believes that its comments regarding the election component, indicated in paragraph 16 above, also apply to this 12-month budget period. The full requirements will have to be presented as revised cost estimates for the period once the timing of the elections has been established. Other areas where savings may be identifiable pertain to the use of helicopters, as indicated in paragraph 18, and staff deployment, since it is to be expected that posts will only be filled when there is greater certainty regarding the implementation of the operational plan, as indicated in paragraph 12 above.

27. Furthermore, the Advisory Committee would like to point out that a full inventory of all equipment supplied or purchased using extrabudgetary resources must be supplied in the future. While this information was included in document A/50/650/Add.1, it appears that those assets for disarmament and demobilization were not reflected in the relevant addenda.

28. With regard to paragraph 10 of section D of annex IV to document A/50/650/Add.3, the Advisory Committee was informed that based on the 8.5 per cent of the cost of the civilian staff component, the amount that should have been included in the budget estimates of UNOMIL for the funding of the support account for peace-keeping operations is $1,151,000.

29. Paragraph 28 of document A/50/650/Add.3 outlines the actions to be taken by the General Assembly at its fiftieth session in connection with the financing of UNOMIL. In view of what is stated in paragraph 15 above, with regard to the "roll-over" of $5,158,900 gross ($5,107,300 net), the Advisory Committee recommends that the General Assembly appropriate the amount of $32,774,000 gross ($30,959,900 net), to be assessed at the rate of $8,712,600 gross ($8,467,100 net) for the month of July 1996, and $2,187,400 gross ($2,044,800 net) monthly thereafter, the assessment being subject, however, to the extension of the mandate of UNOMIL by the Security Council.

Annex

Revision to the cost estimates for the period ending 30 June 1996

(United States dollars)

	Revised cost estimates (A/50/650/Add.2) 1 January-30 June 1996 (1)	Cost included for demobilization 1 April-30 June 1996 (2)	Prorated cost of demobilization 1 May-30 June 1996 (3)	Reductions for roll-over to the period 1 July-31 August 1996 (4)=(2-3)
2. Civilian personnel costs				
(b) International and local staff				
International staff salaries	2 299 000	208 400	138 900	(69 500)
Local staff salaries	1 001 600	646 400	430 900	(215 500)
Consultants	-	-	-	-
Overtime	-	-	-	-
Common staff costs	2 294 400	420 400	280 300	(140 100)
Mission subsistence allowance	1 420 400	131 800	87 900	(43 900)
Other travel costs	82 000	-	-	-
Subtotal	7 097 400	1 407 000	938 000	(469 000)
United Nations Volunteers	1 811 200	1 277 600	851 800	(425 800)
Total, line 2	8 908 600	2 684 600	1 789 800	(894 800)
3. Premises/accommodation				
Rental of premises	271 900	46 800	31 200	(15 600)
Alterations and renovation of premises	137 600	-	-	-
Maintenance supplies	18 000	-	-	-
Maintenance services	18 000	-	-	-

/...

	Revised cost estimates (A/50/650/Add.2) 1 January-30 June 1996 (1)	Cost included for demobilization 1 April-30 June 1996 (2)	Prorated cost of demobilization 1 May-30 June 1996 (3)	Reductions for roll-over to the period 1 July-31 August 1996 (4)=(2-3)
Utilities	63 000	-	-	-
Construction/prefabricated buildings	80 900	-	-	-
Total, line 3	589 400	46 800	31 200	(15 600)
15. Assistance for disarmament and demobilization				
(a) Rehabilitation/reintegration assistance to demobilized military forces				
Consultants	-	-	-	-
Consultants travel	-	-	-	-
Local staff	-	-	-	-
Training	20 000	20 000	20 000	-
Equipment	26 000	26 000	26 000	-
Miscellaneous services	2 700 000	2 700 000	1 000 000	(1 700 000)
Miscellaneous supplies	3 212 000	3 212 000	2 092 000	(1 120 000)
Subtotal	5 958 000	5 958 000	3 138 000	(2 820 000)
(b) Assistance for demobilized forces				
Rations	1 872 000	1 872 000	875 000	(997 000)
Transportation	540 000	540 000	200 000	(340 000)
Subtotal	2 412 000	2 412 000	1 075 000	(1 337 000)
Total, line 15	8 370 000	8 370 000	4 213 000	(4 157 000)

/...

	Revised cost estimates (A/50/650/Add.2) 1 January-30 June 1996 (1)	Cost included for demobilization 1 April-30 June 1996 (2)	Prorated cost of demobilization 1 May-30 June 1996 (3)	Reductions for roll-over to the period 1 July-31 August 1996 (4)=(2-3)
18. Support account for peace-keeping operations	603 300	119 600	79 700	(39 900)
19. Staff assessment	902 600	154 700	103 100	(51 600)
Grand total	19 373 900	11 375 700	6 216 800	(5 158 900)